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ABSTRACT

The National Urban League's Project Thrive was designed to ascertain and address the needs of black families, local agencies and policy makers as they pertained to child protection services. The project used the techniques of research, social planning, community organization, education and mobilization, and information and resource development, collection and dissemination to achieve the following goals: (1) to bring out information and issues regarding child protection in the black community; (2) to determine ways in which a child protective service can more effectively serve blacks; (3) to deliver comprehensive services to black families, consumers of child protective services, local agencies, and relevant regulatory bodies; (4) to devise and demonstrate methods of resource mobilization to prevent child abuse and neglect; and (5) to construct a model child abuse and neglect resource referral center. This report focuses on the major accomplishments, obstacles encountered, and ongoing effects of Project Thrive from its inception in 1975 to its conclusion in 1978. The cost, structure and staffing of the program are outlined. Background and project activities in the two demonstration sites (Indianapolis, Indiana, and Columbus, Ohio) are described. Implications for future policy and practice in child protection are discussed, and recommendations in regard to staffing, site location and future research activity are offered.
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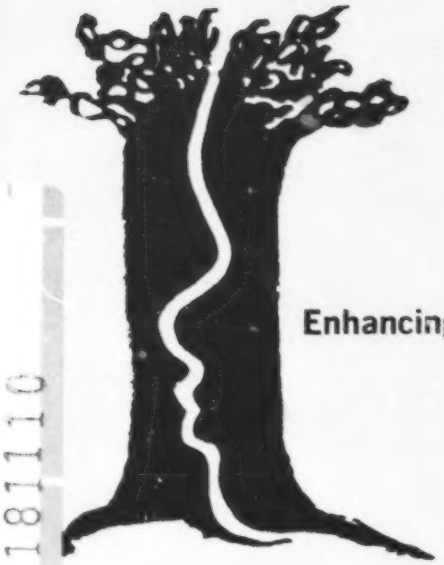

PROJECT THRIVE

Enhancing THE BLACK FAMILY AND PROTECTING THE CHILDREN

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A FINAL PROGRESS REPORT

U.S. DEPARTMENT OF HEALTH EDUCATION & WELFARE NATIONAL INSTITUTE OF EDUCATION

UD020003

A PROJECT OF THE NATIONAL URBAN LEAGUE

December, 1974 - September, 1978

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FINAL PROGRESS REPORT

of the

NATIONAL URBAN LEAGUE, INC.
PROJECT THRIVE:
ENHANCING THE BLACK FAMILY AND PROTECTING THE CHILDREN

PRESENTED TO:

THE NATIONAL CENTER ON CHILD ABUSE AND NEGLECT
OFFICE OF CHILD DEVELOPMENT
ADMINISTRATION FOR CHILDREN, YOUTH AND FAMILIES
U.S. DEPARTMENT OF HEALTH, EDUCATION AND WELFARE

December 31, 1978

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PROJECT COST AND DURATION

Phase	Fiscal Year	Cost
I	December 31, 1974-June 29, 1975	$ 54,986
II	June 30, 1975-June 29, 1976	277,225
III	June 30, 1976-June 29, 1977	276,265
IV	June 30, 1977-September 29, 1978	301,000
	*Total Project Cost	909,476

*Pending final audit.

I. INTRODUCTION TO FINAL PROGRESS REPORT

A. Description of Host Agency

The National Urban League, Inc. (NUL) is an interracial, non-profit community service organization which provides information and referral services to its constituents, assists professionals, and operates a variety of social programs, many of which have and/or could focus on child abuse and neglect. With a network of 114 affiliates spread throughout 38 states and the District of Columbia, the organization advocates to secure equal opportunities for blacks using the tools and methods of social work, law and other disciplines.

B. Project Purpose and Objectives

From January, 1975 thru September 30, 1978, the National Urban League, Inc. was one of sixteen groups funded by the National Center on Child Abuse and Neglect (NCCAN) to conduct a demonstration resource project, titled *Project Thrive: Enhancing the Black Family and Protecting the Children* (Project Thrive).

Project Thrive's thrust was to ascertain and address the needs of black families, local agencies and policy makers as they pertained to child protection services. The overall goals of the project were:

1) to bring to the forefront information and issues regarding child protection as it pertains to the black community

2) to address the question: How can a child protective service system more effectively serve the black community?

3) to deliver comprehensive services to four groups: black families, consumers of child protective services, local agencies and regulatory bodies engaged in delivering and standardizing the delivery of services designed to prevent, treat and ameliorate the problem

4) to devise and demonstrate effective methods to organize and mobilize resources to prevent the occurrence of child abuse and neglect and alleviate its consequences

5) to construct a model child abuse and neglect resource referral center that is replicable in other Urban League affiliates

To achieve these goals, the project has used the techniques of research, social planning, community organization, education and mobilization, information and referral and resource development, collection and dissemination.

C. Project Structure and Sites

The project was designed to impact the child protection system at three levels: national, state and local. Therefore, the project's organizational structure reflects such an emphasis (See Chart I).

Project procedure called for the development of demonstration prevention child abuse resource centers at two sites, with data collected, processed and analyzed in the context of a national perspective.

D. National Project Staff

A national project staff composed of a project director, assistant director, special assistant for fiscal affairs and an administrative secretary was housed in the National Urban League headquarters, New York, New York. National project staff was responsible for:

1) directing project activities and keeping sites goal-oriented

2) implementing and devising internal project monitoring systems

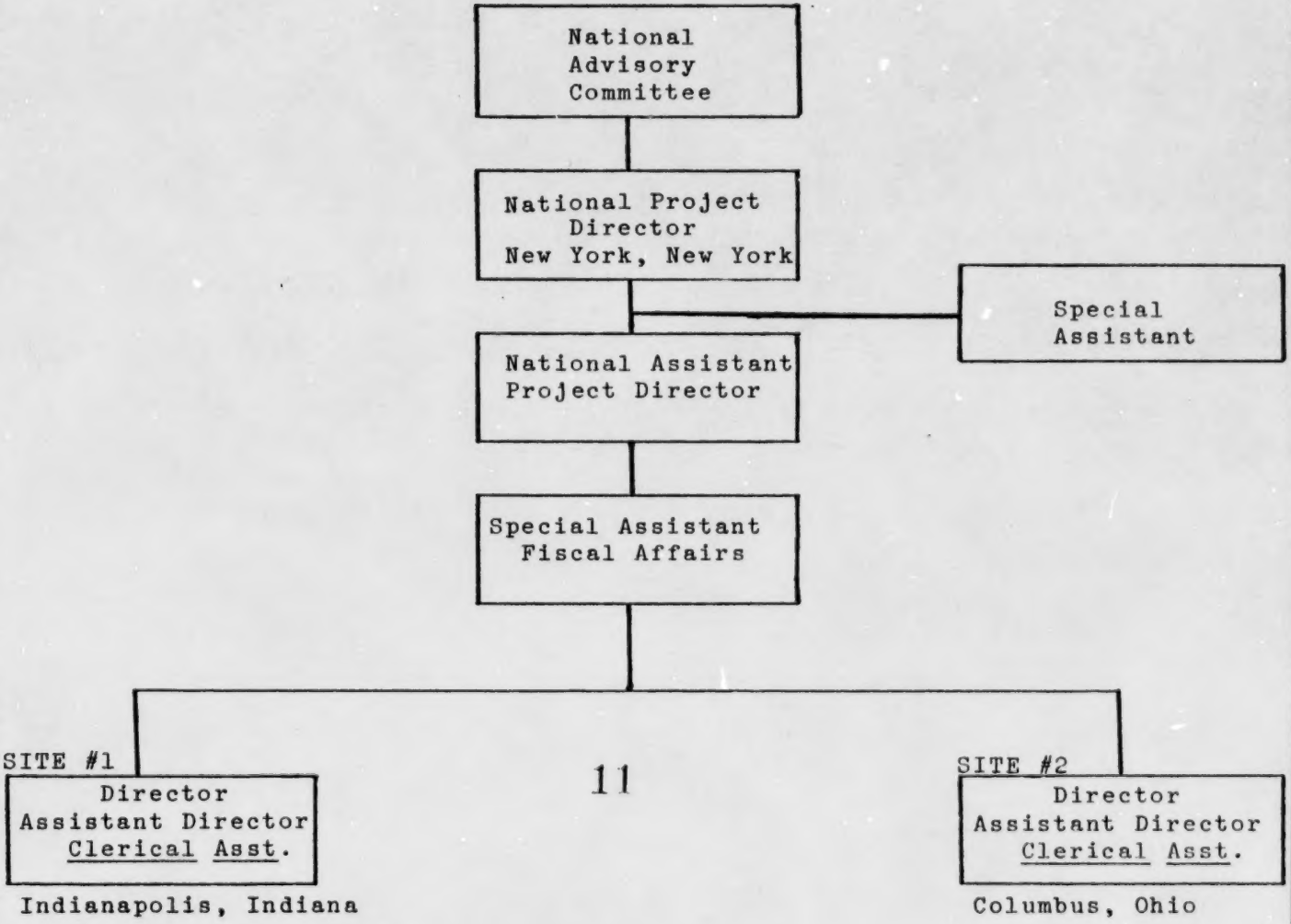
3) monitoring child abuse policy and legislation

4) using national headquarters to influence and create constructive change in child abuse policy and legislation

Chart I

PROJECT THRIVE: ENHANCING THE BLACK FAMILY AND PROTECTING THE CHILDREN

Organization Chart



5) calling upon the National Urban League convening power to elicit cooperation of national black organizations, government officials and policy makers

6) sensitizing and educating permanent NUL staff and lay representatives regarding child abuse and neglect issues

E. National Urban Leagues Sites

The local project sites were selected in collaboration with Office of Child Development officials. They were to be housed in Urban League affiliates in the capital cities of Indianapolis, Indiana and Columbus, Ohio. The National Urban League, Inc. entered into subcontractual agreements with each affiliate.

The staffing pattern for the project sites included a director, assistant director and an administrative/clerical person.

Given that both sites were located in the state capital, they were able to monitor state legislative efforts. The flow of data between the local sites and national office was greatly enhanced.

Each demonstration site, after examining the climate for local child abuse and neglect services, developed concrete goals and objectives. They included the following:

1) To identify the extent of child abuse and neglect within the black community and how it is perceived and dealt with on the local level

2) To assist local child abuse and neglect agencies, other community service organizations and residents in devising effective solutions to the problem of child abuse and neglect

3) To assist the NUL and NCCAN in developing a national model for dealing with resource development, enhancement and the improved delivery of child protection services to black families.

Though the three goals represent general aims, they were translated by each site into specific operational objectives.

Operational objectives for the Indianapolis site were:

1) To identify and orient non-traditional agencies in the black community to provide support to local families in child abuse or neglect situations. (Such agencies include churches and social clubs that provide informal counselling, day care facilities in emergency cases, etc.).

2) To document major factors that prevent effective service delivery to abused/neglected black children and their families within the local child welfare agencies and criminal justice system. (Documentation is based on observations of case handlings and court hearings).

3) To provide consultants to white staff in child welfare agencies working with black families. (The consultation involved giving technical assistance and sensitizing case workers to unique black family patterns).

4) To develop materials for general use in training child welfare and law enforcement personnel dealing with child abuse and neglect cases.

5) To develop and maintain a resource library of materials pertaining to child welfare and the black community. (The library was housed within the THRIVE office of the Indianapolis Urban League).

6) To monitor and promote activities of the Child Abuse/Neglect Council of Marion County. (The Council comprises an inter-disciplinary body of persons working in the child abuse area whose primary purpose is to promote and implement local and state-wide inter-agency coordination).

Subsequently, the label ascribed to the approach of the Indianapolis demonstration was the Systems Intervention Model. The overall

objective was to impact the manner of degree to which the child protection system delivers services to its clientele.

Operational objectives for the Columbus, Ohio site were:

1) To increase public awareness of the problem of child abuse and neglect. (Carried out via awareness groups, community forums, handouts, newspapers, TV and radio spots).

2) To develop and activate an information and referral center for child abuse, neglect and family problems. (Project maintains a resource library for an information bank and established inter-agency ties for referral services).

3) To provide technical assistance to child abuse and neglect and related agencies. (This includes distributing materials, providing sensitivity training to agency personnel, and case consultations).

4) To solidify relationships between the project, the advisory board and the local child abuse and neglect team.

For the Ohio demonstration, its model was labeled Community Intervention with the overall objective to impact the level of occurence of child abuse and neglect through an informed and involved public.

F. Site Description and Service Climate for Child Abuse and Neglect

A description of the project sites follows and is expected to undergird and familiarize the reader with various aspects of the geographic, legislative and service provider climate for the delivery of child protective services out of which the local demonstrations operated.

Indianapolis, Indiana

Indianapolis, the nation's eleventh largest city, is centrally located in the state of Indiana and serves as the state's capital city. It's population is approximately 750,000, of which 135,000 or 18

percent are black.

In March, 1969 a merger of the city of Indianapolis and Marion County was effected and the term "unigov" is used to describe this action. The merger is expected to facilitate some service area shifts; while some key organs of the city and county were being consolidated and administered on a county-wide basis, transportation being one example, others are yet unaffected. Public schools, for example are operated by 11 school corporations and police departments are administered by the various municipalities. Both the Department of Public Welfare and the Sheriff's Department are administered on a county-wide basis.

It became readily apparent that it would be necessary for the project site to involve itself at the municipal, state and county levels of government, in addition to planned activity in the private sectors, if all resources dealing with child abuse and neglect were to be maximized at the project site location.

Service delivery was not only fragmented by political boundaries, but there was considerable confusion surrounding the delivery of child protection services since that legislation was found in the criminal, juvenile and civil statutes. At the time the project site was being launched, legislative amendments were being proposed and considered in the legislative committee sessions.

Opportunities for higher education and training are abundant in Indianapolis. The city boasts the nation's largest medical school, has two universities, two theological seminaries, one college and the largest educational complex, the Indiana-Purdue University extensions.

The child protection network was disjointed and lacked a coordinated focus. While the County Welfare Department had established a unit for

child protection consisting of six workers, none had training in social work or child abuse. Rather, the majority of the staff members possessed bachelor's degrees in such areas as English, science and math. Most workers had been "promoted" out of food stamp eligibility to protective services, and handled only cases of physical abuse. Staff turnover averaged 3 to 5 workers every six months. Neglect cases were handled in General Intake under the auspice of Child Welfare Services, a separate division of the Department of Public Welfare. Though agencies acknowledge that a significant proportion of the agency caseload was comprised of black and Applachian clients, there were no black professionals handling either abuse or neglect cases. No statistically valid confirmation of this observation was available.

Training county welfare department workers was conducted randomly with little or no use made outside consultation or universities or colleges located nearby.

Two groups had been formed to begin to explore some of the issues and problems in service delivery--one which was policy oriented and whose membership included administrators in the public schools, the Marion County Department of Public Welfare and private social service agencies. The other group was comprised of practitioners in the field and community leaders. The former was called the Child Abuse and Neglect Committee; the latter, the Continuing Conference on Child Abuse and Neglect.

The Indianapolis Urban League, chartered in 1965, was relatively new to the human service provider system and while it was well known as an advocate for improved conditions for blacks and other minorities in the fields of education, business and economic development, Project Thrive's placement in this affiliate necessitated that the League

establish its credibility and expertise in a problem area not previously addressed, child welfare and protective services for minorities.

The site location had one advantage for implementing a resource referral center in child abuse and neglect. According to the Chicago Association of Commerce and Industry, Indianapolis ranked number one in the least cumulative distance between 100 major markets in the United States. This fact makes the city more typical than atypical of cities in which the majority of black urban dwellers reside.

Columbus, Ohio

As the capital city, Columbus is centrally situated in the state and located within a 150 miles radius of such urban centers as Cleveland, Cincinnati, and Dayton. With a population of approximately 539,000, Columbus blacks comprise 18.5 percent of the population or approximately 99,000. The county seat, Franklin County, according to the 1970 Census, had a population of 833,000.

One of the significant characteristics of the Columbus area is the 12 state and private colleges which are located there and which have a total student enrollment of 68,000. It is therefore understandable that educational and training institutions represent the major employer for Columbus area residents. For example, Ohio State University and the Columbus public schools employ 16,164 and 7,636 persons, respectively. Other major employers include the state (17,000); Federal government (12,452); retail (7,500) and city (6,900).

The milieu in which child protection services are offered is considered both highly structured and well-organized. The state prides itself in having enacted in 1963 one of the first pieces of child abuse and negelct prevention legislation. In 1966, Ohio installed a central

registry which was designed to determine prior abuse and neglect and serve as information to students and researchers studying the problem. The legislation was further amended in 1969 to mandate reporting for more groups, insert an immunity clause and require that reports be made to county welfare departments or children's services boards to relieve local law enforcement agencies of unnecessary paper work and speed up the investigative process.

The Governor's Public Campaign Against Child Abuse was instituted in 1972. It not only fostered increased reporting of suspected abuse, but served as the impetus for the development of a Special Unit on Child Abuse within the Franklin County Children's Services Board. In 1973, the inter-agency disciplinary team was formed. Its purpose was to maintain communication between agencies responsible for or involved with child protection. To further solidify this effort, Ohio's child abuse law mandates inter-agency cooperation relative to the handling of child abuse cases. A County Plan of Cooperation spells out the type of coordination which will occur. State standards for the delivery of child protection services were developed and approved in 1975.

Finally, the Columbus Urban League, founded in 1918 is one of the city's oldest established community service organizations.

G. Project Site Comparison

Upon close examination of the geographic, political and legislative milieu in which the project sites began operating, similarities among the sites were readily apparent in such areas as city size, population, representation of blacks, geographic location, and accessibility of education and training institutions. The difference in the political, legislative and service provider systems in terms of the child protection

system was stark. It was apparent that for the Indianapolis site, systems intervention and change was warranted in all areas. Problem areas for Columbus were more difficult to ascertain given that on paper a highly structured, well-knit and organized child protection system was in place. Chart II graphically depicts the sites in a comparative framework.

What remained to be examined was how did the site differences effect the quality and state of services provided to black families. Also, Urban League affiliates would be required to determine how to best intervene with the child protection provider system to serve as a resource to that system.

Given previous National Urban League demonstration efforts designed to improve and sensitize the child welfare system to salient issues for black families, three basic assumptions served to underly Project Thrive's focus. They were:

1) that black parents were either unaware of child protection services or uncomfortable in seeking these services;

2) that local agencies lacked the knowledge or sophistication necessary to treat black families; and

3) that state, county and local government officials needed direction to formulate policies and frame legislation to insure adequate services for black families.

Over the course of the demonstration, the soundness of these assumptions was consistently reinforced.

Chart II

Project Thrive Demonstration Site Comparison Data

Selected Characteristics	Indianapolis, Indiana	Columbus, Ohio
Founding Date for Affiliate	1966	1918
Total Population Size of black population Black Percent of total Population	750,000 (metropolitan area) 135,000 18.0%	539,000 (city only) 99,000 18.5%
Geographic location in State	Center of State	Center of State
Training and Educational Facilities	Indiana University within 50 miles at Bloomington Indiana University Medical School Indiana University School of Social Work Indiana University School of Law 2 universities 2 Theological Seminaries 1 college Indiana Purdue University Extensions	12 State and Private Colleges
Administrative Unit for Department of Public Welfare	Marion County	Franklin County
Administrative unit for Police Department	City of Indianapolis	City of Columbus
Child Abuse Law	Fragmented in 3 statutes, civil criminal and juvenile Last amended 1971	Centralized in H.B. #85 Last revised code 1976
Inter-agency coordination characteristics	Fragmented in two groups	Mandated and highly structured
Sponsorship of Public Awareness Campaign	None	Governor's Public Awareness Campaign 1972
Central registar	None	Yes
State Standards	No	Yes, developed in 1975
Agency(ies) mandated to receive reports	County Department of Public Welfare local law enforcement agency	County Department of Public Welfare

II. MAJOR PROJECT ACCOMPLISHMENTS

A summary of the project's major accomplishments is subsumed under the following headings:

A. Assessment of Community and Service Provider Needs
B. Services Initiated and Provided
C. Resource and Product Development
D. Public Awareness and Enlightenment

A. Assessment of Community and Service Provider Needs

During the first two years of the project, staff resources were directed to the clarification of issues and needs using data collection instruments and direct observation. The use of surveys became not only a tool for needs assessment, but community education and resource mobilization. Three surveys were conducted and sponsored by Project Thrive. The Indiana site observed, for issue identification purposes, civil and criminal court proceedings and juvenile court hearings on alleged abuse and neglect. The three surveys and court watching results are addressed next.

Agency Survey

An agency survey was conducted among agencies in Indianapolis, Indiana (N=31) and Columbus, Ohio (N=32) to determine 1) the scope of services provided to victims and perpetrators among agencies representing seven service types 2) the process for handling cases and 3) perceptions and attitudes held by service providers about factors associated with the demographics and vulnerability of certain racial and economic groups, and 4) procedures for handling the problem.

Community Survey

Until 1965, public attitudes toward child abuse and neglect, knowledge about the problem and indeed opinions about disciplining children were

scantily explored and went virtually unattended. Yet it is public opinion which effects and largely determines or sways the quality and priority status of child protective services, and the extent to which these same services are used and provided with adequate resources with which to handle the problem.

While the Gil survey (1965) sampled public opinion among 1520 individuals, only 203 respondents or 13.5% were black. The paucity of black respondents, coupled with outdated findings, were among the many deficiencies cited for studies examining child abuse and neglect. Other associated areas of research related to the topic, such as child rearing and child development, were scarce and inconclusive when examined in the context of black families. These factors led Project Thrive to conduct a two state, ten city survey among 1087 black respondents, using paid (N=75) and volunteer (N=109) interviewers. These topics were addressed:

(1) Modal black family structures and child rearing functions
(2) Prevailing child rearing patterns with respect to reward and punishment
(3) Definitions of abuse and neglect
(4) Perceived reasons for abuse and neglect
(5) Perceived magnitude of the problem
(6) Resource preferences for treatment and prevention services
(7) Knowledge of legislation and reporting requirements
(8) If confronted, accountability and willingness to handle the problem

Affiliate Survey

A third field survey, conducted among 107 Urban League affiliates ascertained the extent of affiliate child protection. This survey also helped Project Thrive staff to identify issues to be addressed in the black family conference sponsored November 2-5, 1977. Of the total

affiliate respondents (N=59), forty-six (46) were interested in developing a child protection advocacy program. Over half of the affiliates were involved in some aspect of child advocacy, primarily in recruiting adoptive homes for black children; twelve (12) affiliates operated child care centers, and four (4) operated child protection programs. Topical areas of interest to affiliates were categorized as incidence (59%); etiology (31%) and legislative initiatives and mandates (10%).

Court Watching

Over a six month period in 1977-78, Project Thrive Indianapolis observed juvenile and criminal court proceedings to document factors preventing the criminal justice system from effectively dealing with black families. Overall, it was noted that many cases handled in the courts were never brought to the attention of child protection agencies; and in the case of criminal court proceedings, conviction rather than treatment or rehabilitation was the focus. In juvenile court, cases for wardship and child custody were observed. Twenty (20) cases were observed for juvenile court and 58 selected for observation in criminal court. A statistical breakdown for each court is noted in Tables 1 and 2.

Briefly, the observers noted the following for juvenile court:

> Differential treatment of parents regarding permission to testify during wardship determination hearings. Some judges denied parents the right to testify, others consented.
>
> No clear policy on juvenile presence at or participation in hearings concerning wardship.
>
> Parents and juveniles often uninformed of their rights and unaware of hearing purpose and potential outcomes.
>
> Guardian ad litem not required in Indiana, therefore juveniles were often unrepresented.

TABLE 1

Juvenile Court Case Characteristics and Desposition

Case Charateristics	Number	Percent
Total Cases observed	20	100
Parents Race		
Black	6	30
White	14	70
Total	20	100.0
Adults in home		
1	10	50
2 or more	10	50
Total	20	100
Children involved		
1	9	45
2	4	20
3	3	15
4	4	20
Total	20	100
Source of Family Income		
AFDC	5	25
Employed	8	40
Unknown	7	35
Total	20	100
Case Disposition:		
Representation		
None	13	65
Attorney	6	30
Attorney Requested	1	5
Total	20	100
Where Permanent Wardship Requested		
Contested	1	16.0
Voluntary	3	50.0
Questionable	2	33.3
Total Permanent Wardship Granted	6	100.0

Table 1 - Continued

When Temporary Wardship Requested	Number	Percent
Contested	0	0
Voluntary	3	75
Questionable	1	25
Total Temporary Wardship Granted	4	100.0
Where Continuance Requested		
Contested	3	60
Voluntary	1	20
Questionable	1	20
Total Continuance Granted	5	100.0
Status where child remains at home		
Supervised by DPW	3	60
Not supervised by DPW	2	40
Total Remaining at home	5	100.0

TABLE 2

Criminal Court Case Characteristics and Disposition

Case Characteristics:	Number	Percent
Total Cases Selected	58	89.2
Total Cases Observed	7	10.8
Total cases	65	100.0
Race of Defendant		
Black	7	12.1
White	15	25.8
Unknown	36	62.1
Total	58	100.0
Sex of Defendant		
Male	60	93.8
Female	4	6.2
Total	64	100.0
Race of Victim		
Black	9	15.5
White	23	39.6
Unknown	26	44.8
Total	58	99.9
Sex of Victim		
Male	6	10.3
Female	8	13.8
Unknown	44	75.9
Total	58	100.0
Case Disposition:		
Conviction	15	100.0
Representation		
None	0	0
Attorney	15	100.0
Total	15	100.0
Number of Children		
1	17	29.3
2	3	5.2
3-5	8	13.8
Unknown	30	51.7
Total	58	100.0

Differential treatment and disposition of cases noted depending on race, economic status and orgin of complaint. As an example, upper middle class white family permitted to wait in court "lounge." Other families awaited hearing in regular waiting room. Department of Public Welfare's recommendation for middle-upper income white family to terminate temporary wardship accepted without question; recommendations regarding black and low income families all required additional information and testimony.

No legal representation for most families where temporary or permanent wardship was at issue.

Where outside sources, e.g. church, secured legal representation for black family, better treatment for families during court proceedings was noted.

Interjection of personal bias and insensitivity on part of some judges. For example: judge queries mother on reasons for delinquent foster care payments. Mother states she had more expenses than income. Judge replies that when his children were in college, expenses overwhelmed him, but he somehow managed to make it. Then judge interjects that he saw no excuse for the delinquency.

In criminal court proceedings, the project observed:

Excessive delays and postponements.

Court viewed its role as conviction only; not treatment and rehabilitation.

Some cases transferred to the jurisdiction of juvenile court, thereby creating confusion for court personnel and hearing delays.

B. Services Initiated and Provided

Much of the local site activity focused on organizing and initiating cooperation between existing agencies and the Urban League via inter-agency abuse teams. This served three functions: (1) provided entree into the service provider network to assess status of cooperative efforts and coordinative service efforts between agencies (2) served to

familiarize agencies with Project Thrive and (3) helped to identify the Urban League as a resource to be consulted on behalf of black families in need of service.

Indianapolis, Indiana

The Indianapolis site staffed, housed files and paper work and chaired three task forces of the Marion County Child Abuse Council. More important, the site served as the catalyst to unite two previously mentioned groups, the Marion County Child Abuse Committee and Continuing Conference on Child Abuse and Neglect. Over the project's three years, the council was transformed from a forum to a formal body.

Each council member agency released staff for council and task force participation. The Council established By-Laws to guide the council's purpose, activity and set membership criteria. A policy board, representating service provider agencies was established, in addition to a component for members-at-large, consisting of professionals working in the area of child abuse and neglect. Five working committees, or task forces, were structured with the following assignments.

Program Services and Research

> This committee apprises the body of new research and information in the field; and evaluates existing services. Other duties were:
>
> > To devise program model for inter-disciplinary inter-agency team approach for case conferences and disposition, including assessment and treatment.
> >
> > To survey available cases to secure commitments from agencies to receive referrals
> >
> > To establish child safety center to receive injured or endangered children.
> >
> > To explore establishing a crisis nursery

To encourage the development of hospital and school mini-teams with defined procedures for identifying, referring and handling suspected abuse

Education and Community Awareness

Responsible for professional education, training and staff development. This committee reviews literature, disseminates information provides technical assistance, training, and resource materials. Handles all community education and public awareness in the county. Sponsors newsletter and maintains speakers' bureau.

Coordination

Responsible for all inter-agency relations and facilitates communication between agencies. Seeks to create a common definition of abuse and neglect to be used by all county agencies. Distributed among agencies policies and procedures for handling child abuse cases among them. Goals are:

To involve all community agencies handling child abuse and neglect cases as task force members

To provide knowledge and make accessible appropriate community support services in crisis situations

Legal

Responsible for monitoring and promoting legislation to improve services to abused and neglected children and their families. Activities included: court watching and analyzing implementation of child abuse statutes. The overall purpose of this task force is "to define and clarify present child abuse law and seek to interpret and educate council members and others concerning interpretation of varying definitions of child abuse and neglect."

Volunteers

Activities included the formation of a volunteer clearinghouse, identification of need and specification of activity areas for volunteers, and coordination of volunteer training. Other goals include:

To establish speakers bureau in collaboration with the Community Education Task Force

To recruit volunteers to serve as advocates for parents and train them to work on one to one basis with assigned families, (i.e. parent aides)

To assess needs and develop resources in volunteer sector for custodial care for teenaged parents and their children

To assess volunteer role in temporary foster care and provide training

To construct training model for placement of volunteers in local agencies.

Other recommended volunteer roles were:

1. operation of staff crisis line
2. fund-raising
3. typing, filing librarians
4. provide transportation
5. day care for Parent Anonymous
6. research assistants
7. foster parents
8. tutors

Columbus, Ohio

While the Franklin County Inter-Agency Abuse Team, formed in 1972, was well-entrenched, the Columbus site was instrumental in urging the formation of a Community Education Task Force. The purpose of the task force was to disseminate information regarding the dynamics of child abuse, its treatment and available resources. The task force, organized in April 1976, took almost one year to define and operationalize its mission. The interjection of lay and community involvement, stimulated new interest and in March, 1977 the Columbus site director assumed chairmanship of the Task Force. The Task Force then,

1) developed by-laws
2) developed a permanent membership
3) elected officers
4) developed a publically announced mission statement
5) established a work plan; and
6) published a directory of child abuse and neglect resources for Franklin County.

C. Resource and Product Development

Extensive resource libraries were developed at each local site. These libraries housed reference materials on child abuse and neglect, parenting, up to date materials on black families, and literature on child rearing and child development. Books, magazine articles, NCCAN materials (audio and visual) were also housed in each library. The reference materials served to introduce new resources to training institutions, universities and members of the professional and lay communities interested and involved in child abuse and neglect.

A newsletter titled, "Thrive Reports" was diseminated by the National Urban League. Two issues served to introduce the project, its' focus and activities. At the Indianapolis site the newsletter, "Thriving" served to inform the professional community of state wide activity, national efforts in child abuse and neglect, resource materials available in addition to state and local legislative and program initiatives.

A Selected Annotated Bibliography on Black Families was developed and printed by the Project to provide human service practitioners with a ready reference on research and practice based literature on black families. One of the first items uncovered by the project was that such material had not been made available to practitioners or students. This bibliography was expected to fill an informational void for agency staff and others who work with black families.

Other Activities

In addition, the project provided the following:

- Consultation to agency staff, when requested, on alternative methods to treat black clients.

- Lectures to numerous classes in professional schools, local universities, educational and community groups on parenting and problems inherrent in child abuse and neglect identification, treatment and prevention.

- Training for police academy members

- Parenting workshops and lectures to day care staff, public school teachers, students, and special programs for pregnant teenagers.

- Served as a catalyst to:

  1) Get family life education incorporated into public school curriculum

  2) Get child abuse legislation amended and passed in state of Indiana

  3) Increase minority involvement in providing support services to black families and children at risk through outreach efforts in churches and other black community groups and recruitment and training of black volunteers to support families in abusive situations

  4) Create a climate for debate about child abuse via public awareness and media activities. It is estimated that for one site, Ohio, the number of persons reached via various media were estimated as shown in Table 3.

Table 3

Estimated Number of Persons Reached Through CA/N Public Awareness Campaigns

	Newspaper	Radio	Television	Presentations	Material Distribution
Year 1	10,000	15,000	20,000	400	1,200
Year 2	15,000	19,000	23,000	450	1,050
Year 3	9,000	13,000	16,000	300	1,500
Totals	34,000	47,000	59,000	1,150	3,750

D. Public Awareness and Enlightenment

Black Family Conference

A 22 member national project advisory committee was formed to plan and convene, under the auspice of project Thrive, a national conference on black family titled "Black Families: A Source of National Strength." The committee, interdisciplinary and inter-racial in its composition was comprised of practitioners in the field of child protection, child development, child rearing, and black families.

The committee deliberated and concluded that child abuse and neglect for black families must be viewed within the context of societal impacts and constraints on black family functioning. Therefore, a conference was conceived and developed which was comprehensive, educational and informative in its scope and examination of black families. The impact of institutions, government policies, research, and a variety of systems on black families was thoroughly examined. The publication of the conference proceedings will be a major product which will cover the conference subject matter from a research, policy and program perspective.

The conference, convened November 2-5, 1977, attracted nationally-renowned and acclaimed scholars who addressed themselves to the conference goals in their respective areas. Those goals were to:

1) clarify that which is and is not known about black families

2) review and highlight the present state of research on black families—what it is and ought to be

3) examine national policies with respect to societal and officially sanctioned government neglect of black families

4) focus on issues related to child care, child development and child rearing

5) develop an agenda of issues to be incorporated into the proposed White House Conference on Families.

The comprehensive list of conference participants (N=250) and topics has and is expected to serve as a model for future family conferences and a resource for organizations and agencies interested in seeking information on model programs, services and resource personnel to be used in training.

The conference evaluation, developed for conferee response (N=413) indicated the audience reached was comprehensive and included social workers (29%); administrators of public and private agencies (24%); psychotherapists or counselors (12%); teachers (11%); and physicians (1%). The remaining 23% of the participants consisted of researchers, policy analysts, church leaders and students. The median family income of the participants was $15,000. Female conferees outnumbered males by 3 to 1. The median age group fell between 25 and 34 years. Blacks comprised 90% of the attendees, whites (8%) and Hispanics and Orientals (2%). Conferees resided in the following sections of the country: Southeast (9%), Midwest (5%); Northeast (80%); Southwest (4%); and Northwest (2%).

Six (6) institutes, were convened for one day in which major papers were presented on a wide range of topics. The institutes spanned such topics as how black families are perceived and defined; impact of the criminal justice, education, economic and health care systems on black family functioning, and political barriers to improving community programs. Additionally, forty-one (41) small group workshops, in which conferees could exchange ideas, experiences and factual information on the status of black families were conducted over one and one-half days. Workshops were extensions of the institutes, but related to specific issues.

Feedback from the conferees on the presentations, their practical value and recommendations on future conferences on the black families showed the conferees to be overwhelmingly interested (96%) in attending future conferences on the black family. A large percentage (85%) were also interested in the incorporation of a separate agenda on black families at the planned White House Conference on Families. For each institute and workshop, conferees were asked to indicate other topics which they felt should have been addressed. In addition to serving as an evaluative tool for this conference, the recommended topics were envisioned as a planning tool for future conferences of this nature. The event received widespread media coverage, television, radio and press.

For purposes of this final report only those institutes which have relevance for the public and voluntary delivery systems and child abuse and neglect will be referenced.

In the workshop titled "Black Families: Child Abuse, Neglect and the Law," participants indicated that they received ideas on programs for black families with children at risk, information on parenting and clarification of the Model Child Abuse and Neglect Act. In the workshop on "Child Abuse and Neglect in Black Families and the Health Care System," conferees noted that they received up to date information on child abuse in black families, were sensitized to the seriousness of the problem for black families, and learned some observational techniques for detecting abuse situations.

Overall, conferees indicated that the conference stimulated more ideas for research, provided information and the opportunity for exchange, and recommended strategies and ideas for interventive care to black families, in a host of settings. Conferees generally complained that

more time was needed to address the topics at the conference, and for exchange between conferees and program participants.

Several additional topics were identified by conferees for further consideration and discussions, which include:

- impediments to black staff effectiveness in white welfare agencies.
- educating black families to seek assistance before a crisis
- funding for social assistance programs in the black community
- increased support for youth serving agencies
- increasing comprehensive services to black families
- methods to finance and conduct more policy-related research on the impact of government programs and policies on black family
- support services to families of imprisoned women
- the impact of research on servi-es to black families
- how to effect policies which enhance black family functioning

Proceedings of this conference are being readied for publication. Dr. Andrew Billingsley, conference chairman, is serving as editor of the proceedings and an editorial committee is completing assigned editorial work.

III. OBSTACLES ENCOUNTERED

Among the major obstacles encountered during the initial phase and throughout the three years of the project, the following can be enumerated.

Limited access to reliable statistics to ascertain the incidence of child abuse and neglect among black families.

Over the course of the project, it became increasingly difficult to make a statement about the extent or prevalence of child abuse and neglect within black families. Several alternative courses were used by the project to gather "bits and pieces" of data to make some preliminary assessments. The previously mentioned surveys were conducted to assess perceptions of agency staff and black residents in the two communities about the magnitude of the problem. Case samples reviewed in inter-agency abuse teams were assessed and logs retained by police department personnel were examined for confirmed abuse cases to determine the cases handled and unknown to other agencies, such as the County Department of Public Welfare.

The actual extent of confirmed abuse and neglect in black families remains unquantifiable, though the information gathered has led the project to conclude that black families were often labelled "difficult" and "unworkable" for the following reasons: worker insecurity and difficulty in communicating with black families, minimal resources to meet emergency family needs such as transportation, financial assistance, temporary housing and child care, and insufficient staff to counsel or treat families over an extended period of time, where warranted.

Reluctance on the part of provider systems to initially accept the Urban League as a viable partner and resource to consult and participate in the delivery of child protection services.

Though the Urban League affiliates have long provided many of the services necessary to enhance and support black families and needed to

augment the delivery of child protection services, child protection agencies did not consider the League as a resource to participate in the planning and delivery of services. The new alignment of the Urban League with the National Center on Child Abuse and Neglect and federal activity in this area, surveys conducted among providers of service and community residents about child protection, training and public awareness activities conducted locally and inter-agency abuse activity--all served to partially remove this barrier.

No directories of service where agency policies and procedures regarding child protection could be secured, thereby rendering resource exchanges between providers of services haphazard.

Both sites served as the catalyst to direct the collection and dissemination of resource directories which contained and spelled out the various agency policies and procedures for handling and referring suspected cases.

Failure of services provider systems to recruit, hire or be staffed with minority personnel at any level of system engaged in the identification and treatment of child abuse and neglect.

The project (1) conducted courses at training institutions where minority students might be motivated to work and specialize in areas associated with child protection. It must be noted, however, that these very same training institutions and universities demonstrated deficits in the area of minority recruitment of their programs; (2) introduced minority volunteers to provide concrete services to families; and, (3) availed its staff for consultation with agencies, where requested on "difficult cases."

It should be noted that these activities were not considered to be viable solutions to this critical problem. These were merely stop-gap substitutions. It is recommended that this issue be systematically

addressed in all standards being developed for child abuse and neglect prevention and treatment programs, both federal and state. Affirmative action in hiring minorities in child protection must be established as a priority.

Lack of clarity regarding Project Thrive linkages to the federal regional resource projects, given the national, state and local presence of the program.

The National Urban League Central Regional Office, located in Chicago, Illinois and the region in which the project sites in Indiana and Ohio were located, afforded the services of the Assistant Director to serve as a liaison to the Region V Midwest Parent Child Resource Center Advisory Committee. This served to facilitate Indianapolis site collaboration, in particular, with the region on several conferences and in resource sharing activities.

Insufficient full time project staff at all levels, national and site.

The need for added full time staff to (1) implement the project (2) sharpen its focus and (3) coordinate the network of child protection agencies became readily apparent. Given limited resources, the project used the following vehicles to supplement staff and complement it activity: national and site advisory committees, consultants to develop survey instruments and assist in the analysis of survey data; volunteers recruited and mobilized to provide support services to families and conduct interviewing; and in the Indiana site, graduate school of social work students and CETA workers were recruited and assigned to the project.

IV. PRINCIPAL LEGACY

Several groups have and will continue to benefit from the efforts of Project Thrive. The products and activities of the project have been enumerated in previous sections of the final report. These activities were designed to serve black communities and families; consumers of child protection services; local child protection agencies and regularoty bodies; human services practitioners entering and already representing disciplines, such as law, medicine, social work and education; and, finally the National Urban League and affiliate lay representatives and professional staff.

Most significant is the fact that both affiliates have expanded upon the original demonstration in child abuse and neglect programming to incorporate and bring into existing affiliate programs a family enhancement orientation and focus.

The Indianapolis Urban League, for example, identified several unmet needs and made a firm commitment to address the areas listed below in a new context. They included:

- a central agency to provide a comprehensive range of services, including emergency and long term intervention, to multi-problem families
- a resource or data bank consisting of materials on black families
- parent education programs for families at risk
- black practitioners in traditional agency settings who can sensitize existing staff to alternative treatment modalities for black families and who can relate to the needs of black families
- advovacy and counselling services for families with handicapped members.

Given the Project Thrive experience, the affiliate concluded that few, if any blacks were being recruited to join the ranks of traditional service agencies. White staff were finding it increasingly difficult to work across racial lines. The Indianapolis Urban League was needed to do three things (1) advocate for increased black staff among all human service agencies (2) serve as a resource for consultation on cases involving black families (3) meet the direct service, counselling and other needs of black families in a more comprehensive way.

Foundation funding has been received to start a family support center. The center will (1) serve as a demonstration and training outlet for community practioners wishing to increase their knowledge and skills in working with black families (2) provide on going services to agencies on a referral basis and (3) develop research and training materials for community use.

The Columbus, Ohio site staff actively participated in two activities designed to assess and articulate the needs of black families. One activity was research oriented and the other oriented toward statewide public awareness. Ebony Family Expressions: An Assessment of the Needs of Black Families in Columbus, Ohio was conducted in Summer, 1977. This survey sample consisted of 600 face-to-face in the home interviews. It was designed to assess priority family needs, preferred solutions to meeting those needs and the identification of community conditions which preclude meeting those needs. The survey results have been shared by the affiliate with human service providers, agencies and planners in the Columbus area. Among the findings, it should be noted that black families in Columbus, Ohio identified the following priority needs in this order:

1. income and employment
2. medical care
3. housing
4. education
5. personal safety
6. child care
7. special needs of the elderly
8. legal advice and assistance; and
9. emotional and mental health

For each of these areas, the following issues were examined: the need; preferred way of meeting the need; efforts made to meet the need; kind of assistance received; barriers to meeting the need, perceived community solutions; and the geographic distribution of need. Local planning and community bodies will find the information of invaluable assistance as they attempt to address and meet these vital family needs.

In additon to the survey, the local project, staffed and played a major role in planning, directing and convening a statewide conference on the black family conducted in March, 1978.

V. IMPLICATIONS FOR HUMAN SERVICES PLANNERS AND PRACTITIONERS

Child protection implies (1) capability to assess the capacity to parent (2) the right to exercise legal discretion to remove children from home (3) responsibility to determine what is in the best interest of children (4) acute knowledge and sensitivity to values and behaviors at variance with one's own when displayed in different racial, cultural and religious contexts.

The structure of Project Thrive afforded the National Urban League the opportunity to observe and assess the provider systems' capacities to deliver services "on the front lines" in relation to each of the above listed points, while simultaneously giving close attention to model and new developments in the field of child protection from a national perspective.

This national and local presence of Project Thrive forms the basis for concluding that presently there exists a vast gap between policy and practice in child protection. This gap serves to the detriment of families needing service. It also fosters a lack of confidence and mistrust between the community, potential consumers of service and the providers of child protection service. To bridge this gap human service planners must do the following:

1. *Devise action plans to recruit and increase minority staff* working in all institutions engaged in child abuse identification and treatment.

2. *Increase and develop outreach methods* which employ specialized media serving special communities to inform those communities about the problem; apprises them of the agency's role in resolving the problem; engages those communities in planning activities and forums designed to improve the quality of care and method for providing services; and, insures equality of treatment to all segments of the population.

3. *Expand inter-agency abuse team members* to include those private and public sector organizations whose clientele are comprised of predominantly black and minority populations and whose lay and professional memberships reflect the same constituents.

4. *Advocate for accessible and available child care centers.* The Columbus Urban League survey; "Ebony Family Expressions," notes that black families (38%) in Columbus, Ohio felt that insufficient child care was a neighborhood problem, and that child care was needed for employment (44%) and personal (70%) reasons. Families also listed barriers to receiving adequate care as cost (33%), distance and transportation (14%), discrimination based on income and economic status (12%) and personal (44%). Only 7% of the families used formal child care centers; while 68% used relatives and 24% non-relatives.

5. *Increased staff training* to reinforce (1) staff knowledge of child protection standards, guidelines and legislation (2) agency policies regarding case management practices and procedures (3) knowledge of clients served and their needs (4) agency criteria for identifying cases of abuse and neglect and (5) reporting policies and practices.

6. *Periodically assess community child protection resource preferences* using the tools and methods of survey research, outreach, and public awareness to test public acceptance, understanding, willingness to use and opinions about services and agency policies.

7. *Marshall and tighten efforts to enhance families* by using the strengths of staff and matching those strengths to the needs of clients and to transfer protective servcies from a substitutive care function which separates families to a system of supportive care function designed to enhance families.

8. *Move to develop family support services* targeted to and indigenous to the communities served and whose role is oriented to prevention rather than treatment.

VI. RECOMMENDATIONS

Given a panoramic perspective on the project, three (3) years and nine (9) months experience as a national demonstration resource project with a local component, and the advantage of hindsight, it is believed that three changes, two structural and one substantive, would have produced greater outcomes for the project, the National Center on Child Abuse and Neglect and the National Urban League. They include (1) variation in the project staffing pattern (2) location of a project site in an Urban League affiliate located in each of the four regions of the National Urban League and (3) phasing of research activity to include pre and post testing. Each activity would necessitate the allocation of more financial resources to the project. Given limited resources, they nevertheless merit discussion.

Staffing Pattern

While the staffing pattern of Project Thrive was addressed in the section covering the project design and structure, to repeat, the staffing pattern showed the following configuration:

National Staff	Staff x 2 sites
Director	Director
Assistant Director	Assistant Director
Special Assistant for Fiscal Affairs	Administrative Secretary
Special Assistant	

Several techniques and functions were employed by Project Thrive staff to achieve its goals and objectives. Those functions are designated below with the locale to which they were assigned marked by (N) for national site and (S) for local site:

(N) Research
(N) Social Planning
(N) Resource development, Collection and Dissemination
(S) Community Organization
(S) Public Awareness
(S) Community Education
(S) Information and Referral

To effectively insure that all functions were carried out, staff members, of necessity, became generalists rather than specialists. Therefore, a number of critical functions overlapped in terms of utilization of staff skills. The project would have been better served if staff could have exercised specific skills, as implied in the job titles and functions posited below and believed to be a more rational distribution for resource project staff:

National Staff

Title	Function
Project Director	Responsible for overall project coordination, supervision, planning and direction. Cultivates and establishes linkages with national and state agencies and organizations.
Assistant Director	Responsible for resource development, collection and dissemination.
Research Assistant	Handles data collection, analysis of survey data. Tracks changes in project strategy and monitors independent and internal evaluation.
Special Assistant for Fiscal Affairs	Serves as liaison to NUL controllers Monitors and tracks sub-contractor reports from affiliates and project expenses.
Consultant Librarian	Responsible for classifying materials collected at local and national sites.
Consultant Staff Writer	Readies materials developed by project for publication.
Special Assistant	Handles outside requests for information, assures that reports are distributed in timely fashion, coordinates preparation of reports. Prepares meeting minutes and maintaings project files.
Clerk/Typist	Assists in typing reports and project documents. Answers telephone.

Local Staff

Title	Function
Project Director	Responsible for establishing local linkages, directing project, keeping it goal oriented. Directs planning of project activity and develops community organization strategies for project.
Assistant Director	Responsible for all information and referral activity, development of public awareness and community education materials to be used locally and transferred to national office for development of a national model.
Administrative Secretary	Maintains log for project, assists in typing reports, handles request for information and use of project resource materials.

The above staffing pattern would eliminate the overlap of functions between sites and facilitate the exchange of materials, information and resources between the project locations, sites and the community of service providers and consumers.

Site Locations

The location of Project Thrive in two Midwestern states severely limited its potential impact to the Region V resource center area and to the Central Region of the National Urban League. To make better use of demonstration resource projects sponsored jointly by the National Center on Child Abuse and Neglect and the total National Urban League network, it is recommended that four (4) sites be placed in Urban League affiliates operating in each of the four regions of the National Urban League.

With this structure, the project's activities would have national significance, allow for the isolation of differences in the quality of care and the manner of child protective service delivery to black families

given some regional, state and local indices. Interventive strategies could then have been tailored to such differences, with the outcome a national model resource center for minority populations. In addition, linkages between regional resource centers and Urban League affiliates could have been strengthened to benefit black families.

Research Activity

Phasing of research activity, to allow for pre-post testing of survey instruments for the agency and community surveys, would assist the project in (1) assessing its effectiveness in achieving project objectives, (2) creating meaningful change, and (3) developing issues and isolating needs to be further addressed and resolved.

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